

**REVISED PRELIMINARY STAFF REPORT
2009-2010 SOUTH COUNTY AREA PLANS REVIEW**

SUPERVISOR DISTRICT(S): MASON

APR ITEM: 09-I-1L

NOMINATOR(S): William B. Lawson, Jr.

ACREAGE: 23.10 Acres

TAX MAP I.D. NUMBERS: 72-4 ((1)) 3, 5, and 5A

GENERAL LOCATION: Northeast corner of the Little River Turnpike and Beauregard Street intersection.

PLANNING AREA(S): Area I
District(s): Lincolnia
Sector: Pinecrest (L1)
Special Area(s): N/A

ADOPTED PLAN MAP: Retail and Other

ADOPTED PLAN TEXT: Limit commercial development to the existing development in the vicinity of Beauregard Street.

For complete Plan text see <http://www.fairfaxcounty.gov/dpz/comprehensiveplan/area1/lincolnia.pdf>

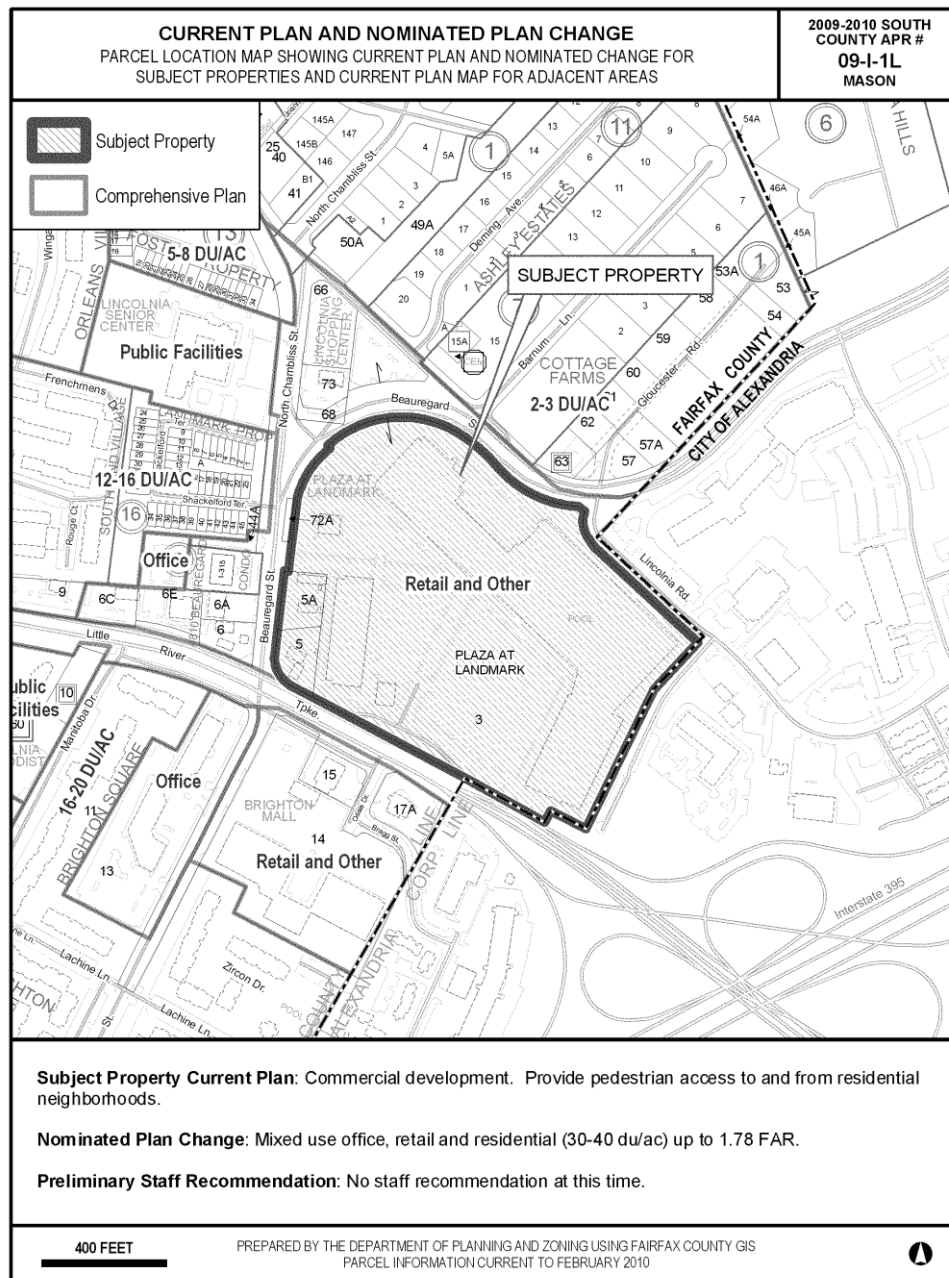
PROPOSED PLAN AMENDMENT: Mixed use development comprising of 611,000 square feet (sf) of office use, 470,000 sf of retail use and 715 multi-family residential units.

SUMMARY OF STAFF RECOMMENDATION:

_____ Approve Nomination as Submitted
_____ Approve Staff alternative
_____ **X** Retain Adopted Plan

The nominated parcels are developed with a 412,251 square foot (sf) retail center at approximately .41 FAR. The nomination proposes an option (referred to as Alternative 1 by the nominator) for mixed use development up to 1.78 FAR that would total 1.83 million square feet of development consisting of up to 715 residential units, 611,000 sf of office use, and 470,000 sf of retail use. For the VDOT Chapter 527 analysis, the nominator submitted a second alternative which was not evaluated by county staff because the intensity was over 1.79 FAR and did not conform to the APR guideline that any proposed alternative be for a less intense use than the original submission.

Staff does not support the proposed higher intensity option due to concerns about the overall traffic impacts and the scale of development being significantly more intense than all developments in this area. The nominator's proposed transportation improvements do not appear to mitigate the proposed intensity of development to acceptable traffic service levels. Additionally, the Base Realignment and Closure (BRAC) 133 Mark Center site, located at the intersection of Seminary Road and Interstate 395 in the City of Alexandria, is currently anticipated to come on-line this year, 2011. Until the traffic pattern stabilizes as the result of this federal action, it is recommended that Comprehensive Plan changes for additional development that could further impact the critical Little River Turnpike/Beauregard Street intersection not be pursued at this time.



BACKGROUND

- The subject area is surrounded by single-family detached units planned at 2-3 du/ac north of Beauregard Street, single-family attached units planned at 12-16 du/ac west of Beauregard Street, and office and retail south of Little River Turnpike. East of the nominated site along Beauregard Street and Lincolnia Road is the City of Alexandria. Adjacent to the nominated site are low-rise hotel and office buildings, a US post office, and a 16-story residential tower.
- The nominated site is currently planned for commercial retail development not to expand beyond what is existing in the vicinity of Beauregard Street; pedestrian access to and from residential neighborhoods are to be provided as redevelopment occurs. The nominated site is developed with 412,251 sf of retail space at approximately .41 FAR.
- The nomination originally proposed an option (referred as Alternative 1 for the VDOT Chapter 527 analysis) for mixed use development up to 1.78 FAR consisting of up to 715 residential units, 611,000 sf of office use, and 470,000 sf of retail use. The APR Task Force recommended that the applicant test a range of lower intensities as part of the VDOT Chapter 527 analysis. For the Transportation Impact Analysis, the nominator submitted Alternative 2 which included 1,000 residential units, 326,000 sf of office use, and 470,000 sf of retail use. The nominator's original submittal included an assumption of 1,050 sf per residential unit. When this assumption was applied to the proposed number of residential units in Alternative 2, the FAR increased to over 1.79. The 2009-2010 South County Area Plans Review Guide states on page 11 that "any proposed alternative must be for a less intense use than the original submission and must conform to the same or a similar geographic area." This alternative was not evaluated by county staff because its 1.79 FAR exceeded the 1.78 FAR under the original nomination and did not conform to the aforementioned APR guideline.
- The nominator provided the following concept plan on the next page to illustrate the proposed Plan option for mixed use "town center" development at 1.78 FAR:



ISSUES

Land Use

- The proposed town center option for office use (611,000 sf), retail use (470,000 sf), and residential (715 dwelling units) raises concerns about the level of intensity.
- The proposed intensity raises concerns about increased traffic congestion and impacts on the surrounding area. Access and circulation are also areas of concern.
- It is not clear that the design for this development at this intensity would comport with existing development, especially single family homes. Building heights of the proposed development may not be compatible with existing development.
- The proposed phasing plan does not guarantee the full build-out of the planned mixed use center. Staff remains concerned that should the final phase of development, the demolition of the existing strip center, not be fully implemented, that this would prevent the redevelopment project from achieving a town center that integrates retail, residential and office uses into a mixed-use, walkable, and distinct place.
- The nominated site contains businesses that are thriving, thus not pressing the need at this time to redevelop as a blighted property would.

Environment

- The nominated area does not lie within any Environmental Quality Corridor or is near a stream bed. However, the site in its current design, consist of nearly full coverage of

impervious surfaces. Redevelopment would provide an opportunity to reduce the amount of impervious surface, and improve stormwater management that would benefit surrounding streams.

Parks and Recreation

- This proposal would result in a potential increase in residents within the Lincolnia Planning District by about 1,895 individuals (715 multifamily units x 2.65 per household = 1,895). Residents will need access to park and recreation facilities on-site or nearby. Using adopted service level standards for parks and facilities, this increase population will generate the need for nearly one rectangular field (1 per 2,700 residents), a basketball court (1 per 2,100 residents), a playground (1 per 2,800 residents), and 9.5 more acres of local parkland (5 acres per 1,000 residents).
- Existing nearby parks include Bren Mar, Glen Hills, Green Spring Gardens, Heywood Glen, Lincolnia, Pinecrest Golf Course, and Turkeycock Run Stream Valley. These facilities meet only a very small portion of the existing demand for parks and recreation in the Lincolnia Planning District. In addition to needed parkland, the recreational facilities in greatest need in the Lincolnia Planning District include rectangular athletic fields, basketball courts, playgrounds, a skate park, dog park, and trails. These facilities cannot be built without the addition of parkland.
- The proposed development is envisioned to be more urban with a mix of uses and a high level of activity and it would be appropriate to integrate urban parks within the development to serve employees, residents and visitors. Employees have a need to access recreational amenities at lunchtime or after work. Integration of publicly accessible urban parks in the overall development design would be critical to providing on-site recreation resources within the nomination area and would enhance the desirability of the project, contribute to redevelopment efforts and to a sense of place. This nomination includes provisions for urban parks. If replanning and redevelopment is supported for this site, the Comprehensive Plan text should be amended to ensure that the provisions for urban parks follow the Urban Park Framework that was developed to guide urban park development in Fairfax County and should be used as a guide for integration and design of urban parks. Development of urban parks such as pocket parks, plazas, common greens and recreation-focused urban parks should be included as a condition in the Comprehensive Plan text if a development option is added for the subject property.

Stormwater Management

- This subject property is currently almost 100% impervious surface area and drains to Turkeycock Run upstream of a portion of Indian Run Stream Valley Park. These streams are in bad condition and the parkland experiences regular flooding with excessive scour due to the run off from the surrounding developments. Significant reductions of stormwater flows over existing conditions could greatly benefit the receiving streams and associated parkland.

Utilities

- Future water transmission system improvements are anticipated between Gallows Road and Bailey's Crossroads to compensate for increases in consumption along this corridor, such as an increased demand for the subject property if it is redeveloped as proposed by this nomination. Redevelopment and increased density would require improvements in public infrastructure to fully support the proposal. Water system improvements will be necessary to continue providing quality service, consistent with customer expectations.

Transportation

The Code of Virginia (Chapter 527 §15.2-2222.1) requires localities to submit Comprehensive Plan amendments that will substantially affect transportation on state-controlled roads to the Virginia Department of Transportation (VDOT). The threshold is any amendment that would generate 5,000 additional vehicle trips per day, assuming the highest density permissible, above the Comprehensive Plan. This nomination required a VDOT review. The following are excerpts from Fairfax County Department of Transportation's (FCDOT) comments regarding the traffic impact study submitted per the Chapter 527 requirements. A full copy of FCDOT and VDOT comments are attached.

Current Comprehensive Plan Guidelines and Background Information:

- There are three major improvements identified on the Transportation Plan Map adjacent to the nominated area: 1) widening of Little River Turnpike (a principal arterial) to six lanes; 2) an interchange improvement at Beauregard Street and Little River Turnpike; and 3) the widening of I-395 to nine lanes with three reversible High Occupancy Toll (HOT) lanes. However, the HOT lanes project has been recently modified to terminate in the vicinity of Edsall Road, just south of the site. The collector and local road network in the vicinity of the nominated site has been constructed according to the Transportation Plan Map and no further improvements are planned at this time.
- The Washington Metropolitan Area Transit Authority (WMATA), Alexandria Transit Company DASH, and Fairfax Connector provide service proximate and adjacent to the site. WMATA operates three lines adjacent to the site. They are lines 7 (5 routes), 17 (3 routes), and 29 (6 routes) with service varying from 5 minute headways to 30 minute headways during the morning and evening peak periods. All of these routes are destined to either the Pentagon or King Street Metrorail stations. The City of Alexandria's DASH service operates two routes (AT1 and AT2) adjacent to the site with service every 30 minutes during the peak periods. Route AT1 provides service to the Van Dorn and Eisenhower Metrorail stations and route AT2 provides service to the Braddock station. The Fairfax Connector Route 306 runs during the midday on weekdays and is intended to supplement WMATA bus routes 17A and 17G, which operate during the peak periods.
- The County has a Transit Development Plan (TDP), which is a comprehensive 10-year plan for bus service (Fairfax Connector and WMATA Metrobus) throughout the entire

County. The TDP recommends converting the Fairfax Connector Route 306 to a WMATA route that runs during the midday. The TDP also recommends modifying existing WMATA routes 17H, 17M, 7A, and 7F to improve reliability and consolidate low-ridership routes with other routes.

- The Plaza at Landmark property has four points of ingress/egress. There are three full access points to the site with one from Beauregard Street (in Fairfax County), and from North Breckenridge Place and Lincolnia Road in the City of Alexandria. There is right-in/right-out access point on Little River Turnpike westbound. The closest Metrorail station is the Van Dorn station, which is more than two miles from the site.

Proposed Land Use and Density for APR Nomination 09-I-1L:

Table 1

Current Comprehensive Plan Land Use and Proposed Changes

Land Use	Existing Development	Comp Plan (0.50 FAR)	Proposed 1.78 FAR Alternative 1	Proposed 1.79 FAR Alternative 2
Retail (sq.ft.)	489,236	515,314	470,000	470,00
Office (sq. ft.)			611,000	326,000
Residential (units)			715	1,000
Total Sq. Ft.	489,236	515,314	1,831,750	1,846,000

*Nominator assumed 1,050 square feet per residential unit

- The table above shows the proposed changes to the Comprehensive Plan for the nominated area. The applicant has proposed two mixed-use options with a density of 1.78 and 1.79 FARs. Alternative 2 with 1.79 FAR was not evaluated in this study because it exceeded the intensity of the original submission, Alternative 1 with 1.78 FAR and did not conform to the 2009-10 South County Area Plans Review (APR) process guidelines.

Transportation Conclusions

- The Beauregard Street/Little River Turnpike intersection currently operates at level of service F in the PM peak hour with the southbound left turn movement on Beauregard operating the worst of all the movements at the intersection. The condition at this intersection deteriorates in the assumed build out year of 2030. When the proposed nomination is included along with the nominator proposed improvements, the conditions at the intersection are still failing in the AM and PM peak hours. There are significant delays at specific movements at the intersection that do not seem to be able to be mitigated. The following comments relate to the intersection and the improvements that are proposed by the nominator:

- The proposed physical improvements at Beauregard Street and Little River Turnpike could have significant right-of-way impacts on property and development on both the east and west sides of Beauregard Street. Additionally, the proposed improvement of three left turn lanes on southbound Beauregard Street may necessitate a ramp reconfiguration/improvement at eastbound Little River Turnpike and I-395 due to the amount of traffic destined to the interstate and to address potential weave problems resulting from the triple lefts and short merge area to the ramp. However, an improvement on eastbound Little River Turnpike between Beauregard Street and I-395 may be difficult due to the short distance between the two intersections.
 - The Comprehensive Plan under bullet #4 of the L1-Pinecrest Community Planning Sector states: "... As redevelopment occurs, provide pedestrian access to and from residential neighborhoods." The inclusion of triple lefts on southbound Beauregard Street makes this objective of the Comprehensive Plan difficult to achieve as crossing would be more difficult.
 - The traffic study evaluated the benefit of a flyover from southbound Beauregard Street to eastbound Little River Turnpike as called for in the Comprehensive Plan. The study stated that with the flyover, the intersection would continue to operate with deficiencies and there could be substantial costs due to construction and right-of-way impacts. The study stated that further evaluation should be conducted. The flyover recommendation as called for in the Comprehensive Plan is dated and the County recognizes that this intersection including the proposed flyover needs to be reevaluated to best accommodate all modes of transportation.
- The study shows that the intersection at the proposed site driveway and I-395 southbound off ramp would have a delay beyond what can be reported by the modeling software. The delay would exceed 16 ½ minutes, which is unacceptable. Additionally, the link analysis assumed a freeway capacity on the I-395 ramp, which is not acceptable. If the correct capacity were used the ramp would be over capacity.
 - The nominator has proposed a 17% trip reduction for office and a 28% trip reduction for residential development and a total site reduction of 21% in the PM peak hour. The reductions are based on a Transportation Demand Management program, existing transit service, and the Van Dorn Metro station located more than two miles from the site. The reductions do not include a shuttle bus program that is proposed by the nominator. The reductions appear to be too high given the site's distance from a major public transportation investment, such as Metrorail. Additionally, no justification, such as data or a study, was submitted along with the traffic study to support these higher reductions. For comparison, a plan amendment adopted by the County in July of 2010 adjacent to the future Route 28/CIT Metrorail station, has a goal of reducing residential and office trips by 30% within a ¼ mile of the station and 25% and 20% for residential and office development, respectively, within a ½ mile. The nominated site is located more than two miles away from the Van Dorn Metro station and is proposing to achieve reductions that are more typical of a site within a half mile of a Metro station.

- The nominator also proposed a shuttle bus system from the site to the Van Dorn Metrorail station, and assumed that this system could increase the non-auto mode split by 25% for office and residential. This is on top of agreed upon baseline reductions for the nominated area. The increase in the non-auto trips would result in a 36% trip reduction for residential development and 27% for office development with a total site reduction of 25% trips in the PM peak hour. This reduction is very high and exceeds target reductions within a ¼ mile of Metrorail station. While a shuttle bus system from the site to a Metro station or other major destination point could decrease vehicles trips associated with the site, this system would be duplicative of the transit service that exists today. It may be better if the TDM program would help incentivize use of the existing system for residents and employees on site rather than creating a new system.
- Based on the traffic study, Lincolnia Road is shown to be over capacity. While widening may not be appropriate, constructing and enhancing pedestrian facilities would be appropriate to achieve objective #4 in the Comprehensive Plan stated above, which is to provide pedestrian access to and from the residential neighborhoods as redevelopment occurs. Additionally, instead of widening Lincolnia Road, spot improvements may be needed, but this would need to be determined with a more detailed traffic analysis.
- Based on the traffic study submitted along with the proposed mitigation measures, it does not appear that the level of development proposed can be mitigated to acceptable levels. Additionally, the Base Realignment and Closure (BRAC) 133 Mark Center site is slated to come on-line in September of this year (2011). Studies have predicted that traffic at the Seminary Road and I-395 interchange will be seriously congested and that traffic heading north on I-395 to access the Mark Center site may get off at the interchange farther down from Seminary Road, which is the Little River Turnpike/I-395 interchange. The BRAC 133 traffic has been accounted for in the forecasts provided to the nominator by the County. However, with BRAC 133 coming on-line shortly, traffic patterns will need to be observed to see if traffic is better or worse than expected. A major intersection that could be impacted by the BRAC 133 traffic is Little River Turnpike/Beauregard Street. Until the traffic pattern stabilizes as the result of this federal action, it is recommended that adding density that would further impact the critical Little River Turnpike/Beauregard Street intersection not be pursued at this time.

Summary of Staff Recommendation

Staff does not support the nomination and recommends that the current Plan be retained. The amount of development proposed will have significant impacts on transportation and parks that cannot be sufficiently mitigated. In addition, the uncertainty surrounding the traffic impacts associated with the BRAC 133 relocation would suggest exercising caution in the consideration of additional planned development at this location.